

Message Text

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TO SECSTATE WASHDC 3432

C O N F I D E N T I A L SECTION 1 OF 2 QUITO 1497

FOR SENIOR INSPECTOR TANGUY FROM AMBASSADOR BLOOMFIELD

E.O. 11652: GDS
TAGS: APER, OGEN
SUBJECT: INSPECTION OF ARA/LA

REF: STATE 04361; STATE 038356

1. SUMMARY: ARA HAS ON THE WHOLE PROVIDED EXCELLENT LEADERSHIP TO THE EMBASSY IN SETTING FORTH OUR OVER-ALL POLICIES AND PROGRAMS TOWARD LATIN AMERICA AND THE CARIBBEAN. THE ANNUAL POLICY DOCUMENTS (CASP AND NOW PARM) HAVE HELPED IN THIS, THOUGH THEIR VALUE IN THIS RESPECT WILL INCREASE TO THE DEGREE THEY BECOME ACCEPTED AS DEFINITIVE POLICY AND ACTION DOCUMENTS TO WHICH ALL WASHINGTON AGENCIES MUST ADHERE. INSUFFICIENT FEEDBACK, LACK OF INFORMATION, AND FOLLOW UP WITHIN THE DEPT ON SPECIFIC MATTERS HAVE CONSTITUTED THE GREATEST OBSTACLE TO EMBASSY QUITO IN THE IMPLEMENTATION OF POLICY. THIS SEEMS ATTRIBUTABLE IN PART TO THE RECENT RE-ORGANIZATION OF ARA WHICH LEFT THE COUNTRY OFFICES UNDERMANNED IN TERMS OF THE DEMANDS PLACED UPON THEM. GREATER PERSONAL CONTACT THROUGH VISITS BETWEEN THE FIELD AND THE DEPT WOULD IMPROVE ARA'S LEADERSHIP, POLICY SHAPING, MONITORING AND IMPLEMENTATION OF POLICY. ARA'S ADMINISTRATIVE SUPPORT HAS BEEN GOOD, BUT THERE SEEMS LESS THAN ADEQUATE UNDERSTANDING OF OUR STAFFING NEEDS, AND UNTIL RECENTLY FBO HAS BEEN SLOW IN ATTENDING TO SERIOUS HOUSING AND OFFICE
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PROBLEMS IN GUAYAQUIL. DESPITE CRITICISMS OFFERED IN THIS MESSAGE, WE BELIEVE ARA'S BACKSTOPPING OF EMBASSY SUBSTANTIVE AND ADMINISTRATIVE NEEDS SHOULD GET HIGH MARKS. END SUMMARY.

2. I BELIEVE THAT ARA HAS ON THE WHOLE PROVIDED EXCELLENT LEADERSHIP TO THE EMBASSY IN QUITO IN SETTING FORTH OUR OVER-ALL POLICIES AND PROGRAMS TOWARD LATIN AMERICA AND THE

CARIBBEAN. THERE HAS BEEN DURING THE PAST TWO OR THREE YEARS AMPLE GUIDANCE AND DIRECTION STATING SHIFTS IN AND EMPHASIS OF POLICY; E.G., GREATER STRESS ON INDIVIDUAL COUNTRY PERFORMANCE IN INTERNATIONAL ORGANIZATIONS, GREATER ATTENTION TO HUMAN RIGHTS, A REDUCTION IN US MILITARY PRESENCE AND ASSISTANCE, THE ELIMINATION OF AID TO MIDDLE INCOME COUNTRIES, ETC. THIS HAS BEEN ACCOMPLISHED THROUGH CABLES GIVING POLICY GUIDANCE AND INSTRUCTIONS, EMPHASIS ON AND DISTRIBUTION OF POLICY STATEMENTS AND SPEECHES BY PRINCIPALS OF THE DEPT, AND, OF SPECIAL NOTE, THE MONTHLY LETTER FROM THE ASST SECY TO CHIEFS OF MISSION WITHIN ARA. WITH RESPECT TO OVER-ALL GUIDANCE AND POLICY DIRECTIONS FOR LATIN AMERICA AS A WHOLE, ARA SHOULD BE GIVEN VERY HIGH MARKS. AS WILL BE NOTED BELOW, HOWEVER, THERE HAVE BEEN SHORTCOMINGS IN PROVIDING SPECIFIC INFORMATION TO INDIVIDUAL COUNTRIES REQUIRED FOR THE MOST EFFECTIVE IMPLEMENTATION OF POLICIES.

3. WITH RESPECT TO ARA'S AND THIS MISSION'S INVOLVEMENT IN SHAPING, MONITORING AND IMPLEMENTING POLICY (THIS YEAR AND DURING THE PAST COUPLE YEARS) THROUGH ANNUAL POLICY AND RESOURCES DOCUMENTS (THE PARM THIS YEAR, AND PREVIOUSLY THE CASP), THE VERY ASSUMPTION THAT THESE DOCUMENTS SIGNIFICANTLY INFLUENCE THE SHAPING POLICY AND THE ALLOCATION RESOURCES MUST BE QUESTIONED. TOO OFTEN THESE DOCUMENTS HAVE SERVED FOR LITTLE MORE THAN TO CONSOLIDATE AND PLACE IN A SINGLE PAPER THE DECISIONS AND ALLOCATIONS ALREADY MADE ELSEWHERE WITHIN THE WASHINGTON BUREAUCRACY. THIS IS NOT TO BE DEPRECATED, BUT UNFORTUNATELY, PERHAPS, THE CONFIDENTIAL

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DOCUMENTS HAVE NOT ATTAINED AN AUTHORITATIVE STATUS THAT ENSURES THEIR CONTENT WILL BE ALTERED ONLY WITH DELIBERATION AND CONSONANT WITH THE AGREED-UPON INTERESTS AND OBJECTIVES SET FORTH FOR THE COUNTRY. I PERSONALLY BELIEVE THAT THE CASP'S (AND HOPEFULLY THE PARM) HAVE BEEN EXTREMELY VALUABLE MANAGEMENT AND DIDACTIC TOOLS, AND HAVE HELPED TO GAIN GREATER CONSENSUS TOWARD A PARTICULAR COUNTRY (BUT NOT COMPULSORY BEHAVIOR) AMONG THE MANY WASHINGTON ENTITIES INVOLVED IN FOREIGN AFFAIRS. THE CASP, NEVERTHELESS, HAD GONE FURTHER (IN MY OPINION) TOWARD ESTABLISHING ITSELF AS AN AUTHORITATIVE POLICY AND GUIDANCE STATEMENT FOR A SINGLE COUNTRY THAN HAD ANY SIMILAR PROGRAMMING SYSTEM IN THE DEPT; AND I AM PLEASED TO OBSERVE THAT PARM HAS INCORPORATED MANY FEATURES OF CASP AND HAS INTRODUCED SOME IMPROVEMENTS THAT HAD BEEN CONTEMPLATED FOR CASP HAD IT CONTINUED.

4. A CONCEPTUAL PROBLEM WITH CASP WAS ITS FRAMEWORK DID NOT EASILY PERMIT AN EMBASSY TO JUSTIFY A PROGRAM IN

ONE AREA FOR THE LEVERAGE IT SUPPLIED TO OBTAIN OBJECTIVES
IN ANOTHER AREA OF INTEREST. FOR EXAMPLE, MILITARY
ASSISTANCE MAY BE OF LITTLE UTILITY IN TERMS OF OUR OWN
SECURITY BUT ENABLE US TO BETTER PROTECT AMERICAN INVEST-
MENTS. THIS DEFICIENCY APPEARS TO CONTINUE IN PARM. AN-
OTHER WEAKNESS OF CASP PROCEDURES WAS THAT IT DID NOT
PROVIDE SUFFICIENT GUIDANCE TO AN EMBASSY ON HOW ITS
COUNTRY WAS VIEWED WITHIN THE TOTAL WASHINGTON OUTLOOK
FOR THE HEMISPHERE. THIS WAS ALLEVIATED LAST YEAR BY A
LENGTHY LETTER FROM THE DESK, WHICH HAD BEEN CLEARED WITH
ARA POLICY PLANNING OFFICES. PARM HAPPILY ATTEMPTS TO
REMEDY THIS FAILING BY INSTITUTING ADVANCE GUIDANCE FROM
THE DEPT ON MAJOR POLICY SUBJECTS. PARM HAS ALSO BEEN
IMPROVED IN THAT "ISSUES" ARE DEFINED AS THOSE MATTERS
WHICH NEED REVIEW AT THE ASST SECY LEVEL AND HIGHER, POSTS
ARE REQUIRED TO INDICATE WHERE WE WISH TO BE ON A
PROBLEM EIGHTEEN MONTHS HENCE, AND THERE IS PROVISION
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FOR QUALITATIVE FEEDBACK TO EACH EMBASSY ON ITS PARM.

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TO SECSTATE WASHDC 3433

C O N F I D E N T I A L SECTION 2 OF 2 QUITO 1497

FOR SENIOR INSPECTOR TANGUY FROM AMBASSADOR BLOOMFIELD

ALL OF THESE MEASURES SHOULD ENHANCE THE VALUE OF PARM,
BUT ITS REAL VALUE WILL GROW TO THE DEGREE IT BECOMES
ACCEPTED AS A DEFINITIVE POLICY AND ACTION PAPER TO WHICH
ALL WASHINGTON AGENCIES MUST ADHERE. VITAL TO THIS OB-
JECTIVE WILL BE THE INVOLVMENT OF THE ASST SECY AND, ON
OCCASION, SEVENTH-FLOOR PRINCIPALS IN THE PARM PROCESS.

THERE HAS BEEN NOTHING MORE DEBILITATING TO THE CASP PROCESS THAN THE IMPRESSION, IN THE FIELD AND AMONG OTHER AGENCIES, THAT THE PEOPLE WITH DECISION-MAKING POWER IN THE DEPT OF STATE HAD LITTLE USE FOR THE CASP AND SIMILAR EXERCISES.

5. INSUFFICIENT FEEDBACK (AND LACK OF INFORMATION) HAVE CONSTITUTED THE GREATEST OBSTACLE TO EMBASSY QUITO IN THE IMPLEMENTATION OF POLICY. THIS HAS BEEN ESPECIALLY TRUE FOR ANALYTICAL REPORTING AND ALSO AT TIMES FOR COURSES OF ACTION WE HAVE TAKEN AND RECOMMENDATIONS WE HAVE MADE. THE LACK OF INFORMATION HAS NOWHERE BEEN MORE OF A HANDICAP THAN IN THE CONDUCT OF OUR BILATERAL RELATIONS IN RELATION TO MULTILATERAL DIPLOMACY. THOUGH THE DEPT PROVIDES A PRE-UNGA OVERVIEW AND GIVES AMPLE INSTRUCTION AND MATERIAL ON EACH INDIVIDUAL ISSUE ONCE THE UNGA COMMENCES, LITTLE CONSIDERATION IS GIVEN BY THE DEPT TO THE RELATIVE IMPORT OF THE VARIOUS ISSUES, HOW THEY ARE RELATED, AND THAT AN EMBASSY CAN ONLY GO TO THE HOST GOVT A LIMITED

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NUMBER OF TIMES ON UN QUESTIONS WITHOUT EXPENDING ALL ITS CHIPS. MOREOVER, THE DEPT DOES NOT PROVIDE RAPIDLY, OR AT ALL, INFORMATION TO AN EMBASSY ON HOW ITS COUNTRY'S DELEGATIONS VOTE AND DEPORT THEMSELVES IN INTERNATIONAL ORGANIZATIONS. SUCH INFORMATION IS ESSENTIAL FOR RATIONAL PLANNING OF APPROACHES TO THE FONOFF ON MULTILATERAL MATTERS. THIS DEFICIENCY WOULD SEEM TO BE OUTSIDE ARA.

6. THERE HAS BEEN A PROBLEM IN EVEN GETTING A RESPONSE TO SOME OF THE EMBASSY'S REQUESTS. I BELIEVE THIS MAY BE ATTRIBUTABLE TO RECENT REORGANIZATION OF ARA WHICH LEFT THE DESKS UNDERMANNED IN TERMS OF THE DEMANDS PLACED UPON THEM. WHILE I AM COMPLETELY IN ACCORD WITH THE RATIONALE BEHIND THIS REORGANIZATION WHICH WAS TO GIVE THE BUREAU A GREATER CAPACITY TO DEAL WITH FUNCTIONAL ISSUES AFFECTING OUR LATIN AMERICAN INTERESTS -- IT APPEARS THAT WE MAY HAVE ROBBED PETER TO PAY PAUL. THE DESK OFFICER FINDS HIMSELF DOING ALL HE CAN TO KEEP HIS HEAD ABOVE WATER AND CONSIDERING WHAT HE HAS TO COPE WITH, HE IS DOING AN OUTSTANDING JOB. THE OFFICE DIRECTOR MAY BE SPREAD TOO THIN BY HIS BROAD MANAGEMENT RESPONSIBILITIES TO PROVIDE SUFFICIENT POLICY GUIDANCE AND DIRECTION. THERE HAS ALSO BEEN A PROBLEM WITH DISTRIBUTION OF EXDIS MESSAGES TO THE DESK OFFICER, WHICH IS ESSENTIAL IF HE IS TO SUPPORT THE EMBASSY ON ITS MOST IMPORTANT MATTERS. WE BELIEVE THAT ARA SHOULD CLOSELY EXAMINE WAYS TO INCREASE MANPOWER AND FOLLOW-UP, AND SUGGEST THAT A DEPUTY OFFICE DIRECTOR MIGHT BE WORTHY OF CONSIDERATION. ANOTHER (AND NOT MUTUALLY EXCLUSIVE) TACK WOULD BE TO IMPROVE COMMUNICATIONS BETWEEN

FUNCTIONAL AND COUNTRY OFFICES AND BETWEEN 6TH FLOOR
PRINCIPALS AND THE COUNTRY OFFICE.

7. A RECOMMENDATION THAT I WOULD PROPOSE TO IMPROVE ARA'S
LEADERSHIP, POLICY SHAPING, MONITORING AND IMPLEMENTATION
OF POLICY WOULD BE TO INCREASE THE PERSONAL CONTACT OF
KEY OFFICERS. DESK OFFICERS AND COUNTRY DIRECTORS SHOULD
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TRAVEL MORE OFTEN TO THEIR COUNTRIES. AMBASSADORS SHOULD
HAVE CONSULTATIONS TWO OR THREE TIMES A YEAR, AND OTHER
KEY MISSION OFFICERS SHOULD TRAVEL TO THE DEPT FROM TIME
TO TIME. ALSO, THERE SHOULD BE GREATER LATERAL CONTACT
AMONG POSTS IN AN AREA (E.G., THE ANDEAN REGION) BOTH AT
THE CHIEFS OF MISSION LEVEL AND BELOW.

8. ARA SUPPORT IN THE ADMINISTRATIVE AREA HAS BEEN GOOD.
THE MAJOR WEAKNESS FROM THE POST'S POINT OF VIEW HAS BEEN
IN PERSONNEL, WITH RESPECT TO BOTH MANNING LEVELS AND
ASSIGNMENTS. THE DEPT SEEMS INTENT ON REDUCING OUR STAFF
AT A TIME WHEN THE EMBASSY IS BEING FORCED TO ASSUME A
GREATER WORKLOAD BECAUSE OF THE PHASE-OUT OF THE AID
MISSION AND THE INCORPORATION OF RESIDUAL AID PROGRAMS.
WE HAVE ALSO BEEN HURT BY WHAT I JUDGE TO BE THE RESULTS OF
THE NEW "OPEN-ASSIGNMENTS" SYSTEM. FEWER OFFICERS OPT FOR
TROPICAL PORT OF GUAYAQUIL OR HIGH-ALTITUDE QUITO, AND
CONSEQUENTLY WE DO NOT GET ASSIGNED SUFFICIENTLY EXPERIENCED
OFFICERS TO FILL OUR STAFFING PATTERN. ALSO, THOUGH NOT
ATTRIBUTABLE TO ARA, WE HAVE HAD TROUBLE IN GETTING FBO
TO MOVE WITH ANYTHING LIKE DESPATCH TO RESOLVE MORE
SERIOUS HOUSING AND OFFICE PROBLEMS IN GUAYAQUIL.

9. IN SUM, DESPITE THE CRITICISMS OFFERED ABOVE IN WHAT
IS INTENDED TO BE A CONSTRUCTIVE VIEW, I BELIEVE ARA HAS
DONE AN EXCEPTIONAL JOB OF PROVIDING LEADERSHIP AND
IMPLEMENTING POLICIES AND PROGRAMS TOWARD LATIN AMERICA
DURING A TIME OF CONSIDERABLE CHANGE IN THE INTERNATIONAL
ENVIRONMENT. ARA'S BACKSTOPPING OF EMBASSY QUITO'S
SUBSTANTIVE AND ADMINISTRATIVE NEEDS HAS ON BALANCE BEEN
VERY GOOD.
BLOOMFIELD

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Message Attributes

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